

Table 3
Regional Program Year 2006-2007 WIA Performance

WIA CORE MEASURE	STATE GOAL	RANGE OF REGIONAL PERFORMANCE	# OF REGIONS ACHIEVING REGIONAL GOAL	% OF REGIONS ACHIEVING GOAL
CUSTOMER SATISFACTION INDIVIDUALS	76.0	71.9 to 86.1	24 of 24	100%
CUSTOMER SATISFACTION EMPLOYERS	77.0	70.9 to 84.7	24 of 24	100%
ADULT ENTERED EMPLOYMENT RATE	71.0%	67.8% to 100%	24 of 24	100%
ADULT EMPLOYMENT RETENTION RATE	81.0%	77.0% to 95.0%	24 of 24	100%
ADULT AVERAGE EARNINGS	\$12,443	\$10,815 to \$23,294	24 of 24	100%
ADULT EMPLOYMENT AND CREDENTIAL RATE	53.0%	63.4% to 100%	24 of 24	100%
DISLOCATED WORKER ENTERED EMPLOYMENT RATE	72.0%	77.3% to 100%	24 of 24	100%
DISLOCATED WORKER EMPLOYMENT RETENTION RATE	84.0%	73.9% to 100%	24 of 24	100%
DISLOCATED WORKER AVERAGE EARNINGS	\$12,500	\$11,317 to \$19,390	24 of 24	100%
DISLOCATED WORKER EMPLOYMENT AND CREDENTIAL RATE	49.0%	58.2% to 100%	24 of 24	100%
OLDER YOUTH (19-21) ENTERED EMPLOYMENT RATE	67.0	66.7% to 100%	24 of 24	100%
OLDER YOUTH (19-21) EMPLOYMENT RETENTION RATE	79.0%	70.7% to 100%	24 of 24	100%
OLDER YOUTH (19-21) EARNINGS GAIN	\$3,200	\$288 to \$14,078	22 of 24	91.7%
OLDER YOUTH CREDENTIAL RATE	38.0%	20.0% to 100%	22 of 24	91.7%
YOUNGER YOUTH (14-18) SKILL ATTAINMENT RATE	76.0%	58.8% to 99.4%	23 of 24	95.8%
YOUNGER YOUTH (14-18) DIPLOMA ATTAINMENT RATE	49.0%	8.9% to 93.8%	19 of 24	79.2%
YOUNGER YOUTH (14-18) RETENTION RATE	55.0%	42.9% to 95.8%	24 of 24	100%

*Based on the USDOL, TEGL 8-99 of March 3, 2000, Not Met is defined as the number of performance measures less than 80% of the negotiated goal. Met is defined as the number of performance measures between 80% - 100% of the negotiated goal. Exceeded is defined as the number of performance measures above 100% of the negotiated goal.

State Evaluation Activities and Incentive Policy

Overall Description and Background

Due to historical practices and state law mandates, Florida has long engaged in extensive program evaluation activities, with a particular emphasis on results, outcomes and longitudinal information. In the workforce realm, much of that evaluation activity has been based on many of the key elements mandated by WIA, including use of many of the same or similar measures, similar definitions and heavy reliance on use of Unemployment Insurance wage records to verify initial job placement, job retention, and initial and long-term earnings over time.

Florida Education and Training Placement Information Program (FETPIP)

One of Florida's earliest and most successful innovations in evaluation and performance tracking has been the Florida Education and Training Placement Information Program (FETPIP) established in the mid-80's within the state Department of Education. This program was developed mainly to help evaluate the effectiveness of post-secondary education and training programs, particularly vocational education and similar career preparation programs. The scope of the groups to be tracked rapidly expanded to cover nearly all job training and placement programs including WIA, Wagner-Peyser, Job Corps, Veterans, welfare reform (TANF), Apprenticeship, Unemployment Compensation claimants, ex-offenders, and a total of nearly 600 groups or sub-cohorts being tracked.

The FETPIP follow-up data is electronically derived from Unemployment Compensation (Insurance) quarterly wage records, federal military and civilian personnel records, public assistance, incarceration/parole records, and continued education rosters. Access to this data allows for annual reports with extensive detail and longitudinal capabilities. Each group is typically tracked for at least two years, with many tracked over much longer periods, including the "Class of 1991" composed of all graduates (and drop-outs) of high school, certificate programs, and all levels of higher education. Quarterly reports covering employment and public assistance status and outcomes are regularly run and analyzed. For more details on FETPIP, including examples of annual outcome reports, see:

<http://www.firn.edu/doe/fetpip/fmain.htm>

State "Balanced Scorecard" Report

A few years ago a "regional outcome matrix" was prepared to display key program outcomes statewide and for each workforce region. This report was designed as a first indicator of program performance to work in conjunction with other administrative short-term reports and longitudinal reports required by state and federal law. Key short-term measures were selected from exit data available through the State's administrative reporting systems.

The "regional outcome matrix," often referred to as the Red and Green Report, addressed outcomes for the three major One-Stop partner programs in Florida: WIA programs, Wagner-Peyser programs, and the state's TANF/Welfare Transition Program.

The Red and Green Report's limitation to short-term measures that could be reported within one calendar quarter proved useful for many purposes, however it did not satisfy the need for

the more comprehensive picture required for evaluation of the State's workforce system. Therefore, Workforce Florida formed a data review taskforce composed of WFI board members as well as representatives of the State's regional workforce boards and charged it reviewing the Red and Green Report and other reports in order to develop recommendations for a key indicator or "dashboard" report that could provide a more comprehensive and balanced approach to evaluating regional workforce board activities and outcomes.

The Workforce Florida Board approved the task force recommendations in 2006 and directed staff to develop and implement the report. The approved recommendations included the following mix of long-term measures, short-term measures, and threshold indicators related to the states three major partner programs:

- Job Seek Entered Employment Rate (Wagner-Peyser)
- Veteran's Entered Employment Rate (Wagner-Peyser)
- Customer Satisfaction – Job Seekers (Wagner-Peyser)
- Customer Satisfaction – Employers
- Employer Market Penetration
- Entered Employment Rate (Workforce Investment Act)
- Employment Earnings Rate (Workforce Investment Act)
- Employment Retention Rate (Workforce Investment Act)
- Youth Average Grade Level Gain (Workforce Investment Act)
- Youth Positive Outcome Rate (Workforce Investment Act)
- Customer Satisfaction – Workforce Investment Act Participants
- Welfare Closed Case Outcome Rate
- Welfare Transition Earnings Rate
- Welfare Transition Retention Rate
- Threshold Level of Service Indicator for All Customer Groups
- Threshold Level of Service Indicator for Special Customer Groups
- Threshold Indicator for Youth Diploma Attainment
- Threshold Indicator for Welfare Participation Rate
- Threshold Indicator for Data Validity

The threshold indicators are each based a minimum criterion established by State or Federal policy where a "yes" indicates that a regional board has achieved the minimum.

All Balanced Scorecard measures and indicators are reported quarterly with the exception of the Employer Market Penetration measure and the Threshold Indicator for Data Validity which report on an annual basis only.

Appendix Table 8 contains a more detailed description of the measures and threshold indicators included in the Balanced Scorecard Report.

The **Table 4** below shows statewide Program Year 2006-07 outcomes for each of the Balanced Scorecard measures available as of the calendar quarter ending March 31, 2007. As this report is based on the common measure definition of exit, the year-end report will not be available until after October 1, 2007.

Table 4
PY 2006-07 Balanced Scorecard Measures
(7/1/06 to 3/31/07)

Job Seeker Entered Employ. Rate	Veteran's Entered Employ. Rate	Customer Satisfaction – Job Seekers*	Customer Satisfaction – Employers*	WIA Entered Employ. Rate	WIA Employment Earnings Rate
62.05 %	60.31%	74.83	78.60	92.24%	145.17%

WIA Employ. Retention Rate	WIA Youth Avg. Grade Level Gain	WIA Youth Positive Outcome Rate	Customer Satisfaction – WIA Participants*	Welfare Closed Case Outcome Rate	Welfare Transition Earnings Rate
86.83%	NA	99.80%	83.61	37.09%	55.26%

Welfare Transition Retention Rate
75.73%

*Score based on American Satisfaction Index (ACSI)

State Longitudinal Measures—“Tier Measures”

State Longitudinal Measures - “Tier Measures” - The Florida Legislature has mandated that the Workforce Florida Board develop uniform measures and standards to cover all job training, placement, career education and other workforce programs [See Sec. 445.005 (9), Florida Statutes]. Tier 1 measures are broad outcome measures that can be (almost) universally applied to all workforce-related indicators, including entered employment, job retention and earnings at various levels. Tier 2 measures are oriented to logical grouping of programs and/or targeted populations and provide additional measures that are uniquely relevant to that group. These measures include continued education status for youth programs and reduction in public assistance dependency for TANF recipients and other low-income individuals. Tier 3 includes process/output measures including those mandated for federally funded programs. These measures also disaggregate the Tier 1 and 2 measures to sub-state breakouts, some of which are regionally adjusted. Examples of process measures would include caseloads for specific programs or first-payment-time-lapse data for Unemployment Compensation. Disaggregated results would include the WIA performance of specific Workforce Regions or the number/percentage of youth who complete teen pregnancy prevention programs in a specific county or region.

The nine measures against which performance is reported include the following:

1. Total Individuals.
2. Initial employment or those who exited/completed workforce programs and were found employed expressed as a percentage of the total number of those exiting/completing programs.
3. Earnings or Wage Levels expressed as the percentage of those found employed at each of four full-time earnings or wage levels listed below:
 - Level 0 – those earning below minimum wage of \$5.15/hour or \$2,678 quarterly.
 - Level 1 – those earning at least minimum wage of \$5.15/hour but less than \$7.50/hour (from \$2,678 quarterly to \$3,900 quarterly).
 - Level 2 – those earning at least \$7.50/hour but less than \$9.00/hour (from \$3,900 quarterly to \$4,680 quarterly).
 - Level 3 – those earning \$9.00/hour and greater (\$4,680 or more quarterly).
4. Continued Employment expressed as a percentage of those found employed at follow-up the year following program exit or completion.
5. Initial Earnings expressed as the average quarterly amount earned for those found employed the year after program exit/completion.
6. Earnings Growth expressed as the amount of gain or loss in average quarterly earnings as compared to the average initial earnings.
7. Public Assistance or those who exited/completed workforce programs and were found to be receiving public assistance expressed as a percentage of the total number of those exiting/completing programs.
8. Continued Public Assistance expressed as a percentage of those found to be receiving public assistance the year after program exit/completion.
9. Continuing Education or those who exited/completed workforce programs and were found to be in any education or training program expressed as a percentage of the total number of those exiting/completing programs.

The Tier Measure Report is produced annually. The next Tier report is scheduled to be issued by December 2007. Previous Tier Measure Reports can be reviewed as part of the Workforce Florida Annual Reports at: www.WorkforceFlorida.com

Regional Review

Section 445.007(3), of the Florida Statutes mandates that “The Workforce Development Board shall assign staff to meet with each regional workforce development board annually to review the board’s performance and to certify that the board is in compliance with applicable state and federal law.”

Workforce Florida executive staff made presentations to all 24 regional workforce boards. Preparation for the annual review presentations included evaluating, utilizing and linking all available performance data (including Red and Green short-term exit measures, longitudinal tier measures, monthly management reports), information and resources. AWI assesses the region’s compliance with applicable state and federal laws, regulations and policies, the extent to which regional boards incorporated the needs of the employer

community into strategic planning efforts, operational plans/operational systems, sales and marketing efforts. Boards included; comparative demographic information reflecting regional poverty and unemployment rates, relative shares of funding to meet those needs (e.g. WIA, Welfare-to-Work, Wagner-Peyser and TANF funds), regional board performance compared to other regions and to prior year, and an assessment of how well employer needs had been met.

State Incentive/Corrective Action Policy

Florida law expressly calls for increased accountability for the workforce system for the state, localities, and training providers. Accordingly, the state has established a state incentive corrective action policy based at the direction of the Workforce Florida Board. This policy is aimed at continuous improvement and designed to cover all major programs under the state Board's oversight, including the Workforce Investment Act (WIA), Wagner-Peyser (WP) and Temporary Assistance to Needy Families (TANF). As a further policy matter, Florida's incentive/corrections apply to both short-term, interim outcomes (mainly EER-Entered Employment Rates) as revealed in our state quarterly reports based on administrative data, as well as the longer-term outcomes (mainly Job Retention) reported annually to the U.S. Department of Labor (WIA & WP) and the U.S. Department of Health and Human Services (TANF) using UC/UI wage records. Certain other requirements imposed by state law are used as "threshold" qualifiers/disqualifiers. For example, Regional Workforce Boards that do not achieve the state law requirement of the 50% rate of expenditures on Individual Training Accounts (ITAs) and other training are automatically disqualified for all WIA Incentive Payments.

Each year the Workforce Florida, Inc. Board of Directors approves an incentive pool "off the top" of the annual budget out of state-level discretionary WIA, WP and TANF funds. Additional incentive money for the pool comes from federal performance awards including WIA incentives and TANF High-Performance Bonuses, both of which Florida has won consistently. The resulting pool is then divided 50/50 for short-term and long-term performance awards for the three major programs/funding sources. RWBs that have met the "threshold" qualifications related to expenditures on training and TANF participation rate then compete to achieve individual targets and against their peers for comparative excellence awards. RWBs that perform in the top quartile compared to their peers get a superior performance award. High performing RWBs are also awarded public recognition and plaques in the high visibility annual Workforce Summit.

In addition to the monetary incentive "carrots," Florida also applies some "sticks" in the form of corrective "consequences," in addition to the threshold disqualifications described above. Typically low-performing Regional Workforce Boards are required to first provide their own Corrective Action Plans. Then if low performance persists, state-level staff work with RWB staff to design a state-approved Program Improvement Plan with specific deliverables, often supported by state and peer Technical Assistance and Training (TAT) and sometimes supplemental funding for specific interventions. Continued chronic performance and operational problems then result in progressive levels of direct, sustained on-site oversight by state staff or state-designated RWB peer supervision, "receivership," or replacement of local executive staff, all of which have been applied in Florida. So far, no Region has been re-

designated or consolidated due to performance problems but that option remains as an ultimate sanction.

Florida's workforce system will continue to apply, re-examine, refine, and refresh its incentive/correction structure to maintain continuous improvement.

Cost of Workforce Investment Activities

Expenditure Levels

During the 2006-2007 program year, Florida had \$152,337,126 in available funds including carry-forward from all WIA formula funding sources. Of this amount, \$108,403,314 or 71% was expended to carry out state-level and regional activities. Of the \$92,783,913 expended by the State's 24 regions, 92% went for direct client services. An additional \$17,056,119 in state-level funds was also expended for direct client services. For additional information on expenditures, see the WIA Financial Statement included in Appendix Table 4 and the Appendix ***Table N***, Cost of Program Activities.

Cost of Program Activities Relative to Effect

Florida tracks and evaluates the cost of program activities relative to effect in a number of ways. Cost per participant and cost per positive outcome are computed at the state and regional level for the adult, dislocated worker, and youth programs. The positive outcome tracked for the dislocated worker program was entered employment. Positive outcomes for the adult program included entered employment and the successful completion of program activities designed to assist employed workers in upgrading their employment in order to attain a greater degree of self-sufficiency. Florida has placed an emphasis on assisting the under-employed worker. As a result, the number of adult program exiters with positive outcomes included 6,926 employed workers who successfully completed program activities in order to upgrade their employment. Positive outcomes for youth included entered employment, entrance into postsecondary education, advanced training, apprenticeship or the military, and the attainment of a diploma or a credential.

Generally, outcomes were tracked for the exit periods used for the corresponding WIA performance measures. The exit period used for the adult, dislocated worker and youth programs was the period from 10/1/05 to 9/30/06. Cost information was also tracked by major level of activity: core services, intensive services, and training for the adult and dislocated worker programs; and for other services and training for the youth programs.

Statewide expenditure and cost data is displayed in ***Table 5*** below. Similar data for each of Florida's 24 regions are included in the Appendix as ***Tables 5 through 7***.